



**CITY OF KIRKLAND**

**City Manager's Office**

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**MEMORANDUM**

**To:** Kurt Triplett, City Manager

**From:** Ellen Miller-Wolfe, Economic Development Manager

**Date:** March 24, 2011

**Subject:** TOTEM LAKE ACTION PLAN UPDATE

**RECOMMENDATION:**

That the City Council receives an update on the Totem Lake Action Plan in the form of the Totem Lake Work Plan and a briefing on the refocusing of unused Totem Lake Neighborhood Connections funds totaling \$50,000 for Totem Lake Action Plan elements that benefit the Totem Lake neighborhood.

**BACKGROUND DISCUSSION:**

At the City Council meeting on December 7, 2011, the Council passed Resolution R-4856, adopting the Totem Lake Action Plan and requesting that City departments revise their work plans to reflect a focus on the revitalization of Totem Lake. Departments were tasked with bringing back work plan revisions by the end of March, 2011 that responded to suggestions originally put forward at the Totem Lake Symposium in September of 2010. This priority focus on Totem Lake was reiterated when the Council approved Resolution R-4864 at the February 1<sup>st</sup>, 2011 Council meeting, adopting the 2011 City Work Program which included "Revitalizing the Totem Lake Business District through implementation of the Totem Lake Action Plan" as one key initiative.

The updated Totem Lake Work Plan is included as Attachment A. The Work Plan addresses the major issues that are perceived to keep the Totem Lake Business District from achieving its full potential as a thriving urban center. Tasks are listed according to the objectives they satisfy and calendared by quarter in 2011-12. Department leads are identified for each task. The issues to be addressed include:

- reconsideration of zoning;
- creation of a sense of place through the development of amenities such as Totem Lake;
- positive messaging that celebrates the district assets;
- addressing transportation gaps including improving connectivity, capacity and the provision of additional I-405 access points;
- drainage and flood relief measures;
- economic development efforts such as aggressive promotion of existing assets;
- investigation of regulatory reforms and permitting improvements;
- and seeking alternative sources of funding.

### **Recent Actions**

Highlights of some of the recent actions that resulted from the Symposium and the Action Plan include:

- Continued exploration of the purchase of the BNSF Corridor in Kirkland resulting in a preliminary price of \$5 million for the length of the line ending in Totem Lake at 132<sup>nd</sup> Avenue NE;
- Approval by the Parks Board of reprioritized CIP dollars for a Totem Lake Parks Master Plan and support for other Parks-related Totem Lake actions (This support has been officially communicated to the City Council via a memo from the Parks Board that is included as Attachment 2);
- Initial review of Totem Lake zoning and regulations by Eric Shields, Planning Director;
- Council approval of Ordinance 4288 on January 18, 2011, which suspends change of use transportation impact fees to encourage redevelopment in Totem Lake and throughout the City;
- Hiring of CH2MHill to identify specific short, medium and long term actions that will reduce flooding in the Totem Lake Business District;
- Ongoing work by multiple Departments with numerous existing and new businesses to help them locate or expand in the Totem Lake Business District.

In addition to those considerations generated at the Symposium, staff will develop options for a Totem Lake Action Team as requested by Council at its annual retreat to potentially guide the further implementation of the work plan.

### **Refocused Totem Lake Neighborhood Connections Grants**

The Totem Lake Action Plan Resolution directed all Departments to identify actions and reprioritize existing dollars to focus on Totem Lake. The City Manager's Office (CMO) undertook a similar exercise. During the 2010 budget carryover evaluation process, the CMO identified two \$25,000 Totem Lake Neighborhood Connection grants that have been carried forward for several years. Because the current residential presence in Totem Lake is small and an organized association has not been consistent, these grants had never been used and no current projects had been identified. Normally, these dollars would have absorbed back into the 2011 budget as unencumbered cash. Because other neighborhood Connections grants were carried forward into 2011, the City Manager felt it was inequitable for the Totem Lake neighborhood to lose the money entirely. Instead, the City Manager carried forward the \$50,000 for implementation of Totem Lake Work Plan elements that would benefit the Totem Lake residential neighborhoods. Initially, up to \$16,000 will be allocated to rebrand Totem Lake as a desirable place to both live and work, and to highlight Totem Lake's assets as well as ongoing City initiatives to revitalize it. Remaining funds are likely to be utilized for an Urban Land Institute (ULI) peer review study of the Totem Lake Business District (\$15,000), supporting the efforts of the Totem Lake Parks Master Plan, and similar actions as a clearer vision for the area emerges.

Totem Lake Work Plan				2011				2012				
				1st	2nd	3rd	4th	1st	2nd	3rd	4th	
Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									Comments
Planning												
Reconsider zoning. Make more flexible or market-driven. Consider incentive-based, form-based and other zoning models.	Planning (Lead)	Evaluate potential code amendments that don't require comprehensive plan amendments.	Staff ID list of potential amendments		x							
			Review list with developers and property owners			x						
			Review with Economic Development Committee			x						
			Review list with Planning Commission and City Council			x	x					
			Obtain direction on which amendments to further consider			x	x					
			Process code amendments				x	x	x			
	Planning (Lead)	Identify opportunity sites, analyze current incentives, and explore additional ones.	Staff ID sites		x							
			ID potential incentives			x						
			Review with Economic Development Committee			x						
			ULI technical assistance panel assessment		x	x	x					
	Planning (Lead)	Identify plan amendments.	Staff ID list of potential plan amendments		x							
			Review list with developers and property owners			x						
			Review with Economic Development Committee			x						
			Review list with Planning Commission and City Council			x	x					
			Obtain direction on which amendments to further consider			x	x					
			Process plan amendments					x	x	x	x	
	Planning (Lead)	Consider more flexible Comp Plan Amendment process.	Consider allowing TL related amendments annually		x							
			Review idea with Planning Commission and City Council			x						
			Implement				x	x				

Totem Lake Work Plan				2011				2012				Comments
				1st	2nd	3rd	4th	1st	2nd	3rd	4th	
Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									
Sense of Place												
Provide amenities such as parks.	Parks (Lead); Public Works; Economic Development Program; Planning; Parking Advisory Board	Inventory existing park sites and suggest additions if appropriate.	Develop a master plan for the Totem Lake park property			x	x	x	x	x	x	
			Plan for future pedestrian/biking links to Eastside Rail Corridor			x	x	x	x	x	x	
			Consider zoning regulations which encourage private development to create additional greenspace, outdoor public gathering places, and neighborhood recreation amenities			x	x	x	x	x	x	
			Pursue public/private partnership opportunities for siting a future public recreation center within the Totem Lake area.				x	x	x	x	x	
			Create a community off-leash area for dogs within the Totem Lake Neighborhood		x	x						
		Reprioritize CIP Real Estate Excise Tax and Surface Water Management funding.	Repurpose existing Parks' CIP funds for Totem Lake park master plan		x							
Promote Totem Lake as viable neighborhood and business address.	City Manager's Office (Lead); Economic Development Program; Economic Development Committee; Development Services Team; Duncan Milloy, Business Retention Consultant	Rebrand Kirkland as "open for business" in Promotional materials.	Quarterly bulletins to track public/private developments	x	x	x	x	x	x	x	x	
			Publish interviews with key businesses in regional/local media	x	x	x	x	x	x	x	x	
			Map existing and planned development and update		x		x		x		x	
			Update editors about Totem Lake planning and developments		x			x				
		Market Totem Lake opportunities through developer networks, trade organizations, broker networks, etc.	Retain consultant to prepare marketing plan									
			Retain team (eg ULI) to target key initiatives, lead charrette with community/symposium attendees, help to synergize/sequence workplan		x	x						
			Consultant final report to fuel marketing plan and promotion				x	x	x			
			Symposium redux			x				x		
			Continue to feed media outlets Totem Lake Updates	x	x	x	x	x	x	x	x	
			Continue work with potential developers	x	x	x	x	x	x	x	x	
		Promote neighborhood awareness of Totem Lake Initiatives.	Attend two neighborhood meetings	x								
			Check in at upcoming neighborhood meetings			x		x		x		
			Identify funding to cover promotion costs	x								

Totem Lake Work Plan				2011				2012				Comments
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Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									
Sense of Place, continued												
Public Safety Building	Public Works (Lead); City Manager's Office	Notice to proceed with Arch/Eng services	Advertise A/E Request for Qualifications Interview and select A/E consultant NTP by July 1, 2011			x						
		Design Development Complete	Complete space needs requirements Complete schematic layout and cost estimate Begin permitting and complete design review board process Complete design development and cost est. March, 2012					x				
		Construction Documents Complete	Receive all permits Prepare construction documents for bid Request Council authorization to advertise for const. bids							x		
		Bid and Award Construction Contract	Advertise project for construction bids Determine low bidder - check references & responsiveness Request Council authorization to award construction contract								x	

Totem Lake Work Plan				2011				2012				
				1st	2nd	3rd	4th	1st	2nd	3rd	4th	
Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									Comments
Transportation												
Increase roadway capacity (e.g. reinstate grid, frontage roads, connections over I-405) and provide multi modal options (e.g. BNSF RR).	Public Works (Lead); Grant Committee; Legislative Committee	Identify system gaps with transportation staff and Transportation Commission (TC).	Pursue state/federal grant funding for NE 120th St Extension				x					
			Integrate Totem Lake ITS network with other City initiative					x	x			\$1.8 M CMAQ grant
		Enhance ped network	Working with WSDOT on completion of NE 124th St sidewalk			x						TC workplan
		Review concurrency to incorporate multi-modal work	Work with Transportation Commission to redefine concurrency and mode split			x	x					TC Workplan
Acquire BNSF RR for trail and transit	City Mgr's Office (Lead); City Attorney; Parks, Public Works	Identify and pursue new funding sources for transportation.	Continue to work with Port on acquisition of railroad	x	x	x						
			Bring proposal forward to CC		x							
Provide additional access and egress to I-405.	Public Works (Lead); Legislative Committee	Advocate for moving I-405 access projects forward	NE 116th Street interchange (WSDOT) Ph II construction		x	x	x					
			NE 132nd Street interchange (WSDOT) construction									current plan is ~ 2025
Reconfigure 120th Ave NE (between malls)	Public Works (Lead); Planning	Evaluate building ahead of mall development.	Consider utility work with Northshore									
Take actions to reduce confusion such as renaming streets.	Public Works (Lead); Planning	Evaluate, review with Transportation Commission and report out.										TC workplan?

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Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									
Drainage/Flood Relief												
Reduce frequency and severity of flooding of roads and property adjacent to Totem Lake.	Public Works (Lead)	Pursue King County Flood Control Zone District funding and reprioritize CIP to develop and construct a solution.	Hire consultant, scope Phase I (immediate) project; \$180k	x								negotiations w CH2MHILL
			Conduct Ph I study to investigate existing system		x	x						
			Construction scope for Ph I; secure funding			x						
			Pursue funding for Ph II study through CIP process			x	x					
			Ph II study, develop alternatives and conceptual design					x	x	x		
			Pursue funding for construction including CIP reprioritization						x	x	x	
			Construct solution									partial solution could be constructed summer of 2012 depending on magnitude of solution and funding availability
		Discuss use of NE 128th Street Direct access ramps during flood events	Work with WSDOT on terms of agreement		x							will require State approval

Totem Lake Work Plan				2011				2012					
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Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									Comments	
Economic Development/Customer Service													
Be more aggressive in regard to economic development. Compete with other cities.  Adopt a more proactive stance to permitting of projects	City Manager’s Office (Lead); Economic Development Program; Economic Development Committee; Development Services Team	Review program comparison with other cities. Suggest enhancements, new strategies.	Analyze and bring forward recommendations to EDC				x						
			Coordinate with other departments on implementation					x	x	x			
		Consider retaining marketing consultant to assist with messages and communications.	See sense of place										
		Prepare marketing materials for Totem Lake opportunities and distribute through developer networks, trade organizations, broker networks, etc.	See sense of place										
Permitting													
Provide faster, easier permitting (e.g. “Red carpet service”).	Planning (Lead); Development Services Team	Evaluate options for simplifying permits and improving service.	Review with Development Review Managers		x								
			Prepare options		x								
	Planning (Lead)	Explore off-site wetland mitigation	Review options with EDC and Council			x	x						



# Totem Lake Work Plan

Totem Lake Work Plan				2011				2012				Comments
				1st	2nd	3rd	4th	1st	2nd	3rd	4th	
Symposium Issues	Department/Staff Responsibility	Short-Term Objectives	Tasks									
<b>Incentives</b>												
Offer incentives to catalyze development.	City Manager's Office (Lead); Economic Development Program; Planning	Evaluate actions that have been proposed (purchase of land; building of common parking garage; added density; enterprise zone). Seek input on most useful incentives from developer focus group.	Consider development panel/rounding board to peer review of options		x							
			Work with AWC other state, local and private interests to promote TIF and other incentives	x	x							
Reduce taxes and upfront fees.	City Manager's Office (Lead); Finance; Planning; Development Services Team	Evaluate.	Reduction of transportation impact fees for existing bldgs.	x								Done
			Coordinate review of other possible reductions and efficiencies			x	x	x				
			Screen proposals through Chamber Public Policy/developers						x	x		
			Bring proposal forward to CC								x	
Make development more affordable by relieving developers of costs (especially up-front costs).	Planning (Lead); Development Services Team; Economic Development Committee, EDC	Consider planned action EIS to relieve individual projects of SEPA requirement.	Make budget proposal for 2013-14 budget							x	x	
		Explore changes to critical area requirements.	Add to list of code amendments	x								
			Consider with critical areas update								x	
		Explore extension of Single Family pilot procedures to commercial projects allowing payment of impact fees at escrow or certificate of occupancy.	Discuss with development review managers			x						
			Report to Economic Development Committee				x					

Totem Lake Work Plan				2011				2012				Comments
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Incentives, continued												
Reduce costs of surface water portion of development requirements.	Public Works (Lead)	Explore reducing impact fees if multi-modal efforts are demonstrated.					x					
		Provide input to Ecology and/or legislature regarding NPDES Municipal Storm water Permit requirements.	Comment on draft permit which will be issued in May of 2011		x							
	Planning (Lead)	Develop regional-scale plan for surface water management including potential fee-in-lieu or mitigation banking for surface water impact mitigation.	Pursue funding for plan development		x	x	x					
			Develop plan					x	x	x	x	



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## MEMORANDUM

**To:** City Council

**From:** Robert Kamuda, Chair, Park Board

**Date:** March 10, 2011

**Subject:** Totem Lake Action Plan

The Park Board has been working with staff to respond to City Council R-4856, directing City departments to establish work programs which reflect a focus on the revitalization of the Totem Lake area. Here are our recommendations:

✓ **Develop a park master plan for the Totem Lake park property.**

*Description:* Working in conjunction with the property owner, King Conservation District, develop an overall plan for park and recreation improvements to the Totem Lake property, such as trails, interpretive elements, entry features, picnicking, parking, and habitat restoration. Consider additional land acquisition and/or partnerships with neighboring properties to support the park and create a greater sense of place within the community. Explore the merits of transfer/acquisition of Totem Lake from the Conservation District. The park plan should be informed by and should respond to the City's flood control study for the area which is currently underway. Master plan process would incorporate public participation strategies, such as visioning workshops, surveys, etc.

*Funding:* It is estimated that a master plan process would cost \$75,000 - \$100,000. The Park Board is prepared to recommend options for repurposing funds from the existing CIP to support this project.

*Timeline:* Hire consultant team and begin master planning process during the 3<sup>rd</sup> quarter of 2011. Staff estimates that development of the park master plan can be completed by the end of 2012.

✓ **Plan for pedestrian and biking trail linkages to the Eastside Rail Corridor.**

*Description:* The Park Board supports the draft City of Kirkland Eastside Rail Corridor Interest Statement, which in part encourages linkages to the Totem Lake Urban Center. Along with Public Works and Planning, the Parks and Community Services Department may have a role in helping to realize this goal. Given the Corridor's adjacency to Totem Lake, future park planning

for Totem Lake Park should incorporate conceptual ideas for trail spurs, connections, wayfinding signage, and other features to support and encourage this connection.

Funding: No recommendation. Some planning tasks can be incorporated into master planning for Totem Lake Park.

Timeline: Planning can be at least partially incorporated into the master planning for Totem Lake Park as described previously. Future tasks contingent upon (a) possible acquisition by the City, (b) final determination on how the corridor will be used (in both the short and long term), and (c) future actual Corridor development.

✓ **Consider zoning regulations which encourage private development to provide additional greenspace, outdoor public gathering places, and neighborhood recreation amenities.**

Description: As a Board, we recognize that acquisition of public park land within the Totem Lake Urban Center area could be problematic due to availability and cost. While the redevelopment plan for the Totem Lake Malls property provides a good framework and starting point, we recommend, as further large-scale redevelopment occurs within and adjacent to the Urban Center, that the City Council consider zoning regulations which encourage greenspace, public gathering places, and recreation amenities for visitors and nearby residents (such as children's play areas, picnicking, perhaps even small playfields). The Board suggests that further discussion of this proposal occur with the Planning Department and Planning Commission.

Funding and Timeline: No recommendation. Subject to Council direction.

✓ **Pursue public/private partnership opportunities for siting a future public recreation center within the Totem Lake area.**

Description: The Parks and Community Services Department completed an indoor recreation facility plan in 2007, which described the components of a future multi-purpose recreation center and an accompanying operational model. Siting of the facility within this area of the community would be ideal due to its central location, proximity to the health and wellness sector, and convenient freeway access. We also believe that the recreation center itself would add economic benefit, and would complement -perhaps even serve as a catalyst for - private redevelopment.

Funding: None required initially. If a firm partnership site is identified, funding for site analysis could be required.

Timeline: On-going as opportunities arise.

✓ **Create an off-leash area for dogs and their owners within the Totem Lake Neighborhood**

*Description:* As approved by Council, the City has entered into an agreement with the local non-profit organization K-DOG to create an off-leash area on City-owned park land south of the Heronfield Wetlands. Intended to serve the entire community, the facility will provide a much-needed opportunity for dog owners to exercise and socialize their pets.

*Funding:* All funds for development to come from private sources. Up to \$30,000 in donations and donated labor/materials may be required.

*Timeline:* The goal of K-DOG is to have the off-leash area open this summer or fall.

We look forward to working with the City Council to support the revitalization of the Totem Lake area.

cc: Park Board  
Jennifer Schroder, Director of Parks and Community Services  
Ellen Miller-Wolfe, Economic Development Manager